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ABSTRACT

The body of the document presents factual accounts of women's progress, noting action taken under public and private auspices, in the following major categories: education and counseling, home and community, women in employment, labor standards and the security of basic income, legal rights and the responsibilities of citizenship, and continuing leadership. The present status of women is viewed with respect to recommendations made by the 1963 President's Commission on the Status of Women in its report "American Women." The document also summarizes the work of the Interdepartmental Committee and the contribution of the Citizens' Advisory Council. (Author/AG)

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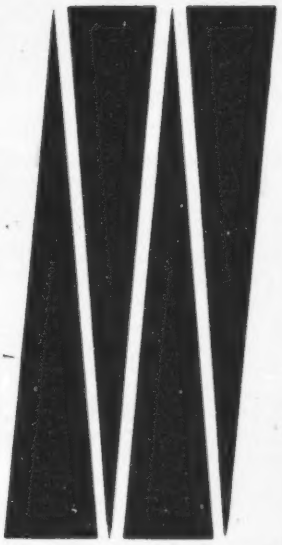

AMERICAN WOMEN 1963-1968

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AMERICAN WOMEN 1963-1968

REPORT OF THE INTERDEPARTMENTAL COMMITTEE ON THE STATUS OF WOMEN

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Interdepartmental Committee on the Status of Women

Washington, D.C.

October 11, 1968

The President
The White House
Washington, D.C.

Dear Mr. President:

Five years ago, the President's Commission on the Status of Women terminated its work and issued *American Women*, its report. Following its recommendation, an Interdepartmental Committee of Cabinet members and a Citizens' Advisory Council of private citizens were established by Executive order to assure continued advancement of the status of women.

Three annual reports have been submitted to you in previous years. Mindful of your deep interest and concern, it now seems appropriate to present a report for the period 1963-1968 highlighting the remarkable gains which have been achieved.

The body of the document presents factual accounts of progress, grouped according to the major categories of the original report, noting action taken under public and private auspices. It summarizes the work of the Interdepartmental Committee and the contribution of the Citizens' Advisory Council under the guidance of its current chairman, Maurine Neuberger, and its first chairman, Margaret Hickey. Attention is called to recommendations for action recently adopted by the Council, presented to the Interdepartmental Committee and forwarded by it to the appropriate Federal and State agencies and to the public.

On behalf of the Interdepartmental Committee, I am honored to submit this report and to express our appreciation, and that of the Citizens' Advisory Council and of American women, for your inspiring leadership which stimulated so many of the advances it presents.

Sincerely,

Willard Wirtz

Chairman
Interdepartmental Committee
on the Status of Women

TABLE OF CONTENTS

	Page
Letter of Transmittal	iii
Introduction	vii
Education and Counseling	1
Schools and higher education	1
Scholarships and loans	2
Continuing education	3
Counseling and guidance	3
Home and Community	5
Child care	5
Family services	6
Health and rehabilitation	7
Family planning	7
Consumer affairs	8
Volunteer services	9
Women in Employment	11
Private employment	11
Vocational training	12
Tax deductions for working mothers	13
Household workers	13
Federal employment	14
Labor Standards and the Security of Basic Income	17
Minimum wages	17
Maximum hours and overtime pay	18
Weightlifting and nightwork	19
Equal pay	20
Unemployment insurance	20
Maternity leave	20
Benefits for widows and divorced wives	21
Legal Rights and the Responsibilities of Citizenship	23
Constitutional recognition	23
International action for equal rights	24
Jury service	24
Personal and property rights	25
Domicile	25
Basic rights	25
Appointment to public office	25
Running for office	26
Exercising the franchise	26
Continuing Leadership	27
Commissions on the Status of Women	27
Interdepartmental Committee and Citizens' Advisory Council on the Status of Women	28
Task Force Reports—The Job Ahead	30
Family Law and Policy	30
Health and Welfare	31
Labor Standards	31
Social Insurance and Taxes	31
Expressing Appreciation	33

INTRODUCTION

Over the 5 years from 1963 to 1968, under the leadership of President Lyndon Baines Johnson, the opportunities for achievement and contribution offered to American women have been enlarged at a rate previously unparalleled.

The attitude he has communicated to the executive branch of the Federal Government is summarized by a statement made at a White House reception for women newly appointed to major Federal posts in April 1964:

> *"We can open, and we are opening, the doors of public service and I think this is going to influence some other sectors as well. My whole aim in promoting women and picking out more women to serve in this Administration is to underline our profound belief that we can waste no talent, we can frustrate no creative power, we can neglect no skill in our search for an open and just and challenging society. There is no place for discrimination of any kind in American life. There must be places for citizens who can think and create and act."*

Between 1963 and 1968 the Executive proposed, and the Federal Congress passed into law, a series of substantive acts affirming the rights of all Americans in many areas in which the women of America rank high among beneficiaries of new opportunity. Among the many examples are the Equal Pay Act of 1963 and the Higher Education Facilities Act of 1963, the Civil Rights Act of 1964, the Social Security Act of 1965 (Medicare), the Elementary and Secondary Education Act of 1965, and the Fair Labor Standards Act Amendments of 1966.

Before reviewing specific advances since publication of *American Women* in 1963, the report of the President's Commission on the Status of Women, it is appropriate to note the national background and the climate of opinion in which action has occurred.

This is a time of social turbulence. Increasingly insistent demands of disadvantaged people for a larger share in American society have highlighted the needs of the disadvantaged women to whom special attention was given in the Commission's report. A new debate has begun regarding the desirable use of national resources; the issues are being canvassed by thoughtful Americans far beyond the groups to whom enlarged public programs would bring immediate and primary benefits.

Another factor of moment is the growth in general appreciation and acceptance of the statistically demonstrable pattern of life for the majority of American women — a sequence of education, family responsibility, and subsequent employment outside the home. Specifically, this appreciation and acceptance has become widespread among American girls approaching womanhood; many are shaping their plans and their years of preparation accordingly.

Society in general has been emphatically impressed by the importance of early education, continuing education, and the constant updating of specific skills in modern life. Whether the viewpoint be that of the youngster deciding to stay in school or the adult deciding to keep current and extend early in-

terests, whether the basis for the decision is economic placement or enhancement of the quality of personal life, a massive and purposeful drive for improvement is evident. The training and employment programs of the past few years have been geared to individual needs. Consideration is now given to particular age groups, particular levels of skill; among such categories, women of various ages and backgrounds are receiving specialized attention.

American Women emphasized the importance of freedom of choice in a good society:

"We believe that one of the greatest freedoms of the individual in a democratic society is the freedom to choose among different life patterns."

The extent to which such freedom has been enlarged over the past 5 years is apparent in many different facets of American life:

- A continuingly prosperous economy has increased earnings, including the earnings of women who have no choice but to enter the labor force. The median income of the American family increased to $8,000 in 1967, representing a gain since 1963 of about $1,200 in terms of today's purchasing power. During that 4-year period, poverty was reduced at the unprecedented rate of nearly 8 percent a year.
- New, enlarged, and flexible provision for education and training in more and more communities and more and more sections of metropolitan areas, has brought opportunity to additional people, including many women whose responsibilities restrict their freedom of movement to the area where they live.
- Court cases, decided and pending, are moving toward clarification of ambiguities concerning the constitutional protection of women's rights.
- Family planning, mentioned in a single tentative sentence in *American Women*, is now part and parcel of a variety of health programs.
- Most intangible, but by no means least telling, of recent changes is one in the general attitude toward women's participation in the various aspects of American society. It is a change which includes the attitudes of men toward accepting women as colleagues and employees, the attitudes of both toward the creation of a society whose aim is the well-being of people — not of men alone or of women apart — a society of diverse talents used to their fullest.

The wide-ranging sources of initiative in areas affecting women are impressive.

It has been evident in government, at both the Federal and the State levels. Outstanding national actions between 1963 and 1968 with a view to the needs of women include Title VII of the Civil Rights Act of 1964 prohibiting discrimination in employment on the basis of sex, as well as race, color, religion, and national origin; and Executive Order 11375 assuring women the equality of opportunity in Government employment, employment by Federal contractors and under federally assisted construction.

In the States, the upsurge of interest has been exemplified by the establishment of Commissions on the Status of Women in all 50 States and in three jurisdictions and two municipalities. These have become centers of initiative for State legislation and community action.

Private bodies, both professional and volunteer, are starting programs that burgeon too fast for accurate count. Among them are educational insti-

tutions, voluntary organizations, industries, unions, and informal groups conducting neighborhood programs.

Individuals are asking themselves if they are using their time to best advantage, to the advantage of quality in both personal and community life, and engaging themselves accordingly.

What are the prospects for American women in the years ahead?

For some — far too many — the freedom to engage more fully and productively in American society is still limited by social forces too large for them as individuals to control. Some specific recommendations for actions still needed are set forth in the recent task force reports of the Citizens' Advisory Council.

But for the majority — and a growing majority — of American women there are greater opportunities than ever before; the issue is to what extent they will use them. For the American people, men and women alike, new opportunities have been added and old ones have been widened over the past 5 years. Let it not be said in the future, the roads were open, but the traffic was light.

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Education and Counseling

IN THE PAST 5 YEARS, educational opportunities for American women, particularly for disadvantaged women, have been greatly improved and expanded at Federal, State, and local levels. Far-reaching legislation has been adopted making possible a variety of programs to improve primary, secondary, and higher education facilities. Scholarship and loan programs have been increased. Universities, 4-year colleges, junior and community colleges have adopted more flexible policies. Women are now able to obtain or continue their education more easily than before. Throughout the country educational facilities and practices have been adapted more than ever before to specific needs of women and there is an increasing awareness of the need for American women to avail themselves of new educational opportunities.

Schools and Higher Education

"Nothing . . . is of greater importance than improvement in the quality of early education available to all of the Nation's youth. Good basic instruction—adequate facilities and able, dedicated teachers—must be within the reach of all children from the time they start school.

"We wholeheartedly advocate measures, undertaken by localities, by States, and, when needed, by the Federal Congress, to provide financial support for the improvement of primary, secondary, and higher education through better plant and equipment, teacher training, increased salaries for teachers, experiment and research on curricula and teaching methods, adequate counseling, and better vocational programs." AMERICAN WOMEN, p. 9

One of the most far-reaching measures taken by the Federal Government to improve the educational system of the country was the passage in 1965 of the Elementary and Secondary Education Act. The effects of this legislation, as amended and broadened in 1967, are now being felt in the schools which were most neglected in the past—those attended by the children of low-income families.

In spite of the brief span of time, there are indications that women have benefited by this new legislation. For instance, the increase in the number of girls, aged 5 through 17, between 1963 and 1966 was 1,295,000; over the same period, the increase in the number of girls in that age group who were enrolled in school was 1,500,000. High school graduations increased from a ratio of 72 per 100 girls 17 years of age in the population in 1963 to 77 per 100 in 1967.

The Higher Educational Facilities Act of 1963

called for a 4-year major program for Federal grants and loans for construction of classrooms, laboratories, and libraries with funds available to both public and private schools. At the time, President Johnson called this "the most significant educational bill passed by Congress in the history of the Republic." About 100,000 women students have benefited from the Federal support offered by the act to graduate academic facilities. The enactment of the bill made possible the construction of 25 to 30 new public community colleges every year to relieve the junior college shortage. This was of special significance to women, for it brought education closer to where they are.

American women benefited from provisions of the Higher Education Act of 1965, which strengthened the educational resources of colleges and universities by providing grants to libraries, assistance to colleges to upgrade academic standards, and funds for teaching equipment and construction programs. Of special interest to women has been the creation of the Teacher Corps which, in the spring of 1968, graduated 627 new teachers, 46 percent of them women. All were trained to use new methods and were imbued with a new outlook. These women combined 2 years of graduate study with work as teaching interns in poverty areas.

An expansion in recent years in both the number of women enrolling in college and in their share of total enrollments has been evident. In the fall of 1967, 2.8 million women students—40 percent of the total enrollment of nearly 7 million—were enrolled in institutions of higher education. In 1963, women were 38 percent of total enrollment. There has even been a small but significant gain in women's admissions to medical, law, and other professional schools.

There has been a similar trend toward greater enrollment of women in junior and community colleges—about 600,000 in 1967 as compared with less than 300,000 in 1963—because these schools have increased in number and are accessible, inexpensive, and responsive to community and student needs. Women students accounted for 40 percent of total enrollments in 2-year institutions as compared with 38 percent in 1963.

There also has been indication of movement toward the goal of educational equality in the rising trend of undergraduate colleges, formerly restricted to one sex, to shift to coeducation or coordinate education.

Scholarships and Loans

"We also support expansion, in numbers and scope, of private, Federal, and other public scholarship and loan programs." AMERICAN WOMEN, p. 9

Grants, scholarships, fellowships, traineeships, loans, and workstudy arrangements have made it possibe for many financially imited but academically qualified young women to go to college.

Educational opportunity grants for undergraduate students from low-income families were provided by the Higher Education Act of 1965. About 123,000 students received awards in the first year of the program's operation and about 227,000 in the following year. About half of the awardees were women. This law also benefited students from both low- and middle-income families by providing governmental guarantees of low-interest loans from private commercial lenders. The college workstudy program, established in 1964, has helped many young women to find part-time work during college terms and full-time jobs during the summer. About 150,000 women were aided in 1967-68. Loan cancellation programs for teachers working in poverty areas, and for those working with handicapped children, have also been liberalized.

Fellowships for graduate study to improve the quality of education of teachers in elementary or secondary education, also part of the Higher Education Act, have been of great value to women. In a recent year, for example, 59 percent of the prospective teacher awards went to women, and it is expected that the ratio will be no less in the future.

In the older doctoral support program, the National Defense Education Act, Title IV, a landmark in support for graduate study, women have also been gaining. In 1966-67, about 1 fellowship in 5 was awarded to women; in the first years of the program, the ratio was less than 1 in 7.

The loan, grant, and traineeship programs authorized by the Nurse Training Act of 1964 have encouraged women to update their skills or to obtain initial or advanced training. Thousands are now coming back into a profession which has suffered from continuing shortages.

The number of loans made has increased from 3,645 in fiscal year 1965 to an estimated 24,500 in fiscal year 1968. In addition, educational opportunity grants in the field of nursing have enabled thousands of needy students to enroll in nursing programs. Graduate nurses have been enabled to obtain advanced training in clinical specialties as well as nursing administration, supervision, teaching, and public health work under the same program.

A workstudy program for vocational education students in public institutions was set up by the Vocational Education Act of 1963 to help keep needy students in school. Women and girls seeking vocational education and training were aided by the National Vocational Student Loan Insurance Act of 1965.

Under the Economic Opportunity Act of 1964, the Neighborhood Youth Corps provided work-training opportunities in the Nation's high schools for approximately 125,000 young boys and girls each year. About one-half of those enrolled in the program are girls.

Traditionally, the private sector provides thousands of scholarships, fellowships, and loans every year for able young people—girls as well as boys—who could not otherwise afford to continue their education. The bulk of this assistance comes from colleges and universities which, in this era of spiraling costs, must make a considerable financial effort if they are to enroll a representative student body that will include young people of varying economic, social, and racial backgrounds. Other private sources of scholarship aid include corporations like Ford, Lockheed, and Westinghouse; labor groups like AFL-CIO and the Amalgamated Clothing Workers; religious organizations like B'nai B'rith and the National Presbyterian College Scholarships; associations like the Girl Scouts, the American Association of University Women, and Future Farmers of America; and fraternal organizations of every type. The record of private foundations in this field has also been impressive—as Andrew Carnegie once put it—education places within reach "the ladders upon which the aspiring can rise."

Continuing Education

"Means of acquiring or continuing education must be available to every adult at whatever point he or she broke off traditional formal schooling. The structure of adult education must be drastically revised. It must provide practicable and accessible opportunities, developed with regard for the needs of women, to complete elementary and secondary school and to continue education beyond high school."

AMERICAN WOMEN, p. 13

The historic Anti-Poverty Act (Economic Opportunity Act of 1964) and the Adult Basic Education Act of 1966 provided major, large scale, adult, basic education programs for millions of persons. By the end of June 1967, Federal grants to States for basic adult education—especially in English and arithmetic—had made it possible for public school systems in most metropolitan areas to help some 642,000 disadvantaged people to improve their potential for employment. It is estimated that 55 percent of these students have been women. Simultaneously, institutions for higher education have expanded their programs to include almost continuous daytime and evening operations, summer sessions, part-time enrollment, and short-term courses.

Adult women today can participate in several hundred flexible programs specifically designed for them by colleges and universities, or by other groups and institutions. Some of these include limited course loads which may or may not lead to a degree. Classes are scheduled at hours convenient for housewives; liberal provision for transfer credits are made; educational and employment counseling, financial assistance for part-time study, nursery services, and job placement or referral services are provided.

For women who cannot leave their homes or their children, there were some 162 educational TV stations operating in 1968 compared to 84 in 1963. More than 20 million students were enrolled in educational TV courses in 1965—a fivefold increase over 1963.

Counseling and Guidance

"In a democracy offering broad and ever-changing choices, where ultimate decisions are made by individuals, skilled counseling is an essential part of education. Public and private agencies should join in strengthening counseling resources. States and school districts should raise their standards for State employment service counselors and school guidance counselors. Institutions offering counseling

education should provide both course content and ample supervised experience in the counseling of females as well as males, adults as well as adolescents."

AMERICAN WOMEN, p. 15

During the past few years, Federal assistance has been made available to increase guidance, counseling, and testing programs throughout the Nation, covering students in public elementary and secondary schools, public junior colleges and public technical institutions. Efforts have also been made in private and public sectors to provide more realistic counseling for girls and women.

The ratio of full-time public secondary school counselors has been improved from one to every 530 students in 1963, to one to approximately every 450 in fiscal 1967. But in elementary schools and junior colleges, where the practice of counseling is still relatively new, counselor-student ratios remain high. There still is only one counselor to approximately every 7,000 students in public elementary schools, and one to about every 500 in public junior colleges.

The Federal Government has initiated programs including pilot conferences focusing on new perspectives in counseling girls and mature women. These stimulated many similar conferences sponsored by State and local groups.

Counseling centers have been established around the country and professional organizations, community groups, and educational institutions have been encouraged and assisted by Federal agencies to conduct conferences on special counseling needs. Pilot projects and workshops have been held by the American Association of University Women, the American Personnel and Guidance Association, and other organizations. In addition, the National Vocational Guidance Association has announced plans to establish a special Commission on the Status of Women to advance the guidance needs of women and girls.

A counseling need which remains a major challenge is that of reaching a greater number of disadvantaged women and girls and motivating them to better equip themselves educationally. Progress is being made through a variety of Manpower programs, the Neighborhood Youth Corps, the Job Corps, and various OEO and other adult education programs.

In a Federal effort to increase the number of counselors trained to work in public employment offices with disadvantaged youth, the Counselor-Advisor University Summer Education program conducted training sessions at institutions of higher education during the summers of 1964 and 1965.

Home and Community

A GROWING APPRECIATION of the need for expanded as well as new types of community services to strengthen family life has characterized the last 5 years. Increased resources have been allocated by Federal and State governments to accomplish this. Great progress has been made, but there are still areas in which more needs to be done to provide the supportive services necessary to permit women wider choices in their life patterns without neglecting their homes and families.

Imaginative programs such as Head Start have taught us a great deal about the value of preschool experiences for children. Major strides have been taken in the field of family planning, a subject which has been brought into the open and promoted with a frankness unforeseen 5 years ago. There is a new awareness of the needs of consumers, which has stimulated progressive legislation for their protection.

These and other recent developments offer hope that it may be possible, in the next 5 years, to reduce measurably some of the conditions which have impaired the quality of life in our homes and in our communities.

Child Care

"For the benefit of children, mothers, and society, child care services should be available for children of families at all economic levels. Proper standards of child care must be maintained, whether services are in homes or in centers. Costs should be met by fees scaled to parents' ability to pay, contributions from voluntary agencies, and public appropriations."

AMERICAN WOMEN, p. 20

The full extent of the need for day care services is more apparent today than ever before; it is rightfully becoming a question of national concern. Government-sponsored conferences and surveys—designed to assess and publicize the problem, and to develop ways and means to resolve it—have stimulated action on many fronts.

In March of 1967 there were 10.6 million women workers with children under 18 years of age, and 4.1 million of these had children under 6. A national survey conducted by two governmental agencies in 1965 on the arrangements working mothers make for the care of their children indicated that of their 12.3 million children under 14 years of age, 16 percent were cared for in homes other than their own. In the case of 13 percent of the children, the mother looked after the child herself while working. In fact, over half a million preschool children were being taken by their mothers to their place of work. Only 2 percent of the

children benefited from group care. This type of arrangement varied by age: 4 percent for children under 3 and 7 percent for children 3 to 5. Approximately 8 percent of the children looked after themselves.

Since 1963, more funds have been made available by Federal, State, and local sources for day care services, and more than half the States and territories now budget funds for day care. Federal funds for day care under the 1962 amendments to the Social Security Act can be granted only for use in licensed or approved centers. This encouraged some 18 additional States to enact or substantially improve day care licensing legislation after the law became effective. Today all States regulate day care in one way or another.

Various Federal programs provide day care services for children of mothers enrolled in job training. The Concentrated Employment Program, with over 50 percent of its 50,000 enrollees being disadvantaged women, provides day care services for those enrollees who, without such services, could not participate in the program. The Social Security Amendments of 1967 established a work incentive program (WIN) for recipients of aid to families with dependent children, providing for day care services for the children of those mothers who are being trained for employment. The program precipitated active debate as to whether or not the decisions of welfare mothers to seek work should remain voluntary.

The Head Start Program, while not primarily designed as a day care program, served over 466,000 preschool children during the summer of 1967, and some 55,000 children are benefiting from the full-day, year-round, Head Start Program. Another OEO program provides day care services for migrant or seasonal farm workers.

Individuals and private organizations and a few labor unions and industries have begun to translate their concern into action by starting day care centers for their communities, their memberships, or their employees. Almost 100 hospitals, for instance, now operate or contract the operation of day care centers for the children of nurses and other staff members.

These and other programs are evidence of the country's realization that the need for day care service is urgent, not only as an aid to working mothers, but as a valuable child development experience. However, much still remains to be done. The number of children being cared for in licensed day care facilities has increased from fewer than 200,000 in 1963 to more than 500,000 in 1968, but the facilities do not begin to meet the need of many millions of children under 14 years of age whose mothers now work and who need supervised care during all or part of the working day, either in preschool day care facilities or after-school centers.

Family Services

"Family services under public and private auspices to help families avoid or overcome breakdown or dependency and establish a soundly based homelife, and professionally supervised homemaker services to meet emergency or other special needs should be strengthened, extended, or established where lacking."

AMERICAN WOMEN, p. 22

Services of varying types have been expanded in recent years to meet the needs of families—particularly of disadvantaged urban families. Such services, often provided in a less complex society by relatives or neighbors, are particularly helpful to women who must carry the burden of a job while also taking care of a family and a home. A partial list of services available in many communities includes homemaker service for families of women who are sick or hospitalized or who face other temporary crises; part-time homemaker service for the aged, the disabled, the handicapped, and the chronically ill; special help to mothers of physically or mentally handicapped children; improved child placement programs; protective care for children who are neglected or abused; specialized services for unmarried mothers, for school dropouts, for delinquents; a range of special services for the aged; expansion of vocational rehabilitation services.

As one illustration of expansion, homemaker services more than doubled from 1963 to 1966, rising from 303 programs employing less than 4,000 homemakers who assisted fewer than 10,000 families, to 760 programs using about 8,000 homemakers to take care of about 24,000 families in a sample month.

President Johnson, recognizing that much more must be done in slum areas where the need is greatest, issued a directive in 1966 which made the establishment of multiservice

neighborhood centers in every ghetto area a national goal. In addition, all States but one now provide some type of organized social service to families receiving welfare payments. The fact that present social service programs are far from adequate, however, is becoming increasingly clear.

Health and Rehabilitation

"Community programs under public and private auspices should make comprehensive provisions for health and rehabilitation services, including easily accessible maternal and child health services, accompanied by education to encourage their use.". AMERICAN WOMEN, p. 23

The Maternal and Child Health and Mental Retardation Planning Amendments of 1963 provided for expansion and strengthening of maternal and child health and crippled children services, including a 5-year program for projects for comprehensive maternity care to high-risk, low-income mothers and a program for research relating to maternal and child health. Federal legislation in 1965 and 1967 further expanded child health programs, providing more funds and requiring that geographical availability of child health services must be progressively increased until they are available to children living in all parts of a State by 1975. A major thrust is to reduce the still shockingly high infant mortality rate.

Legislation enacted in 1963 and expanded in 1965 and 1967 provides Federal funds to help communities build and staff centers for the prevention, diagnosis, and treatment of mental illness, and for the rehabilitation of mental patients. Communities are increasingly assuming responsibility for the mentally ill, as contrasted with the former isolation of patients in State institutions.

Other health legislation enacted since 1963 established a grants program to support cooperative arrangements among major centers of medical research, teaching and care; community health centers, and practicing physicians in order to make the latest advances in diagnosis and treatment of heart disease, cancer, stroke, and other diseases more widely available.

The Social Security Amendments of 1965, for the first time, assured health protection for those who are 65 years of age and older. Every American family benefits from this program, which includes most hospital costs, doctor's fees, nursing home services, home visits of nurses or other health workers, and certain other medical services. In addition, medical care is provided under Medicaid, a Federal-State program for public assistance recipients and other medically needy persons who are eligible under State plans. Approximately three-fourths of the States and territories have now qualified to receive Federal matching funds for medical assistance to the needy.

Family Planning

"Women should have opportunity for education about sex and human reproduction in the context of education for family responsibility."
AMERICAN WOMEN, p. 17

Popular attitudes and public policies on family planning have radically changed since this recommendation was published in *American Women* in 1963. During this period the Federal Government has encouraged and supported family planning programs in an effort to provide freedom of choice in this matter.

President Johnson was the first President to deal forthrightly with the question of family planning. He included it in his State of the Union Messages of 1965 and 1966, and on March 1, 1966, in a Message to Congress on Domestic Health and Education, he said: "We have a growing concern to foster the integrity of the family, and the opportunity for each child. It is essential that all families have access to information and services that will allow freedom to choose the number and spacing of their children within the dictates of individual conscience."

As Secretary of Labor Willard Wirtz put it in October of 1966, "Discussion of the planning of the Family of Man (and Woman) has been raised almost suddenly from the level of a whisper to that of open decisions openly arrived at."

Under the Social Security Amendments of 1967, States are obligated to offer family planning services to appropriate clients. Moreover, the amendments make it possible for all social workers in departments of welfare to discuss contraception with people who frequently have inadequate or grossly erroneous knowledge of both procreation and contraception.

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In July 1967, the Manpower Administration of the Department of Labor in a memorandum to sponsors of training projects recommended that all enrollees be given information on personal hygiene, the reproductive process, and family planning, and that arrangements be made for agencies or medical authorities to provide specified enrollees with planning information, services, and supplies—including contraceptive devices and drugs.

In 1968, the Secretary of Health, Education, and Welfare established a priority program within his department and set up a new post to serve as the focal point for family planning policy and coordination. On July 16, 1968, President Johnson appointed a Committee on Population and Family Planning to review Federal policies and programs in relation to worldwide and domestic needs in the area of population and family planning.

The Supreme Court handed down a significant decision in 1965 which held that the Connecticut statute prohibiting the use of contraceptives, or the giving of medical advice or information to prevent conception, was unconstitutional because it invaded the right of marital privacy.

Consumer Affairs

"Most of the buying done by American families as consumers is done by women. Buying is particularly heavy by young married women at the time of setting up their households and supplying their young families. Yet few girls, at any income level, receive training to develop sound judgment in budgeting, in the wise use of credit, and in selection among bewildering varieties of goods. Low-income families are in especial need of counseling on how to stretch their earnings to get maximum value per dollar spent.

"Continuing programs of evaluation and research should determine how well the services currently provided meet the needs of a given community, appraise new needs, and plan for the utilization of new knowledge as it becomes available."

AMERICAN WOMEN, p. 24

Concerned interest in the problems of consumers—men as well as women—has inspired action during the last 5 years to protect against deception and fraud, to provide for health and safety, and to distribute consumer information—especially to low income families whose need is greatest.

The leadership of the Federal Government in this area has been strengthened by efforts of private individuals and organizations, business groups, labor unions, and State and local agencies. Women throughout the country—imbued with a new sense of consumer participation—have raised their voices to protest inequities in the marketplace. President Johnson, in 1963, appointed the first Special Assistant to the President for Consumer Affairs in order to give the consumer a voice at the highest level of government. The official is assigned to chair the President's Committee on Consumer Interests composed of members of the Cabinet and heads of various Federal agencies, and acts as Executive Secretary of the Consumer Advisory Council made up of 12 distinguished citizens appointed by the President.

Under Administration prodding, far-reaching legislation to protect the consumer was passed, including the Traffic Safety and Highway Act, which sets safety standards for cars and tires; the Truth-in-Packaging Act, which bans misleading packages and labels; the Child Protection Act, which prohibits the sale of toxic or dangerous toys; the Wholesome Meat Act, which outlaws the sale of impure and unwholesome meat; and the Poultry Products Inspection Act, which covers fowl. Amendments to the Flammable Fabrics Act will set new standards for fireproof clothing and blankets. The Truth-in-Lending Act requires creditors and lenders to provide written disclosure of terms before a sale or loan transaction is made and provides that, by 1971, the interest rate for credit must be quoted as an annual percentage. The Automobile Insurance Study and Investigation has also been authorized to look into the high cost and arbitrary coverage of some automobile insurance.

A Commission on Product Safety was established to look into testing standards for a variety of products.

An amendment to the Housing and Urban Development Act of 1968 prevents real estate mail frauds; the Natural Gas Pipeline Safety Act insures protection in areas traversed by conduits; and the Fire Research and Safety Act makes homes and lives safer.

Volunteer Services

"Volunteers' services should be made more effective through coordinated and imaginative planning among agencies and organizations for recruitment, training, placement, and supervision, and their numbers augmented through tapping the large reservoir of additional potential among youth, retired people, members of minority groups, and women not now in volunteer activities."

AMERICAN WOMEN, p. 26

The tradition of volunteer service, which began when "neighbors" in a sparsely populated frontier land had to help each other or perish, is perhaps more tightly woven into the fabric of contemporary American society than ever before. The American sense of participation and of involvement in the problems of their fellows is stronger than ever. According to a survey made by the Department of Labor, 21.7 million persons aged 14 and over had performed some volunteer work, excluding political and strictly church oriented service, in the year ending in November 1965. Of these, 13 million were women and 8.6 million, men. Nearly half of both men and women volunteers were 25 to 44 years of age.

Women not in the labor force were only slightly more likely to have performed volunteer work during the year than those in the labor force. The advance in living standards, especially in recent years, and the simplification of household tasks have greatly increased the number of women able and eager to give of their service to others. The fact that out-of-pocket expenses are now frequently being met has encouraged the growing participation of lower-income men and women. The privilege of volunteering to help those who find it difficult to cope with our complex urban society no longer belongs primarily to the rich, or to women, or to white people. In 1968, there are more volunteers than ever before involved in doing more jobs more effectively, and representing every segment of the population.

Another new development, very recently under way, is the concerted effort to encourage volunteer-using agencies to keep records of volunteer services for those who would find such work assessments helpful in moving from one job to another or from volunteer into paid employment. The Federal service now recognizes qualified volunteer experience as accreditable.

Poverty programs, which have given visibility to the plight of poor people throughout the Nation, have stimulated a great outpouring of concern from individuals who want—personally—to help meet the needs of those who live in urban or rural slums. Thousands of volunteers, working beside or in addition to professionals, are now serving as a bridge into the community. This has been particularly vital in programs which bring volunteers of all ages and backgrounds together and—most important—which bring poor people into action to help themselves.

Some of the Office of Economic Opportunity programs using volunteers are VISTA (Volunteers in Service to America), staffed since 1964 by more than 13,000 people of all ages, educational levels, and socio-economic backgrounds; Head Start, whose volunteers range in age from teenagers to grandmothers; the Job Corps, strongly supported by volunteers from JACS (Joint Action in Community Service), and WICS (Women in Community Service); Community Action Boards, with some 90,000 volunteers working to improve their own neighborhoods.

Recent legislation and a variety of Federal grants are promoting the widespread use of volunteers in local public welfare programs. An HEW grant trains middle-class women and women from poor neighborhoods to work as volunteers in preventing delinquency among girls. A new Coalition for Youth sponsored by the Department of Labor encourages student volunteers to develop special manpower-related programs in university communities, and a Veterans Administration program sends volunteers out to help patients reestablish themselves in their home communities. Thousands of volunteers have been recruited, trained, and directed by the home economists of the Cooperative Extension Service of the Department of Agriculture. They teach homemaking skills to the disadvantaged in small groups and individually in their homes. Women in the War on Poverty, comprising some 110 national women's organizations that cooperate with OEO, provides a channel through which member organizations can work with community action agencies, help fund local poverty programs, and promote public understanding of poverty in the United States.

In the private sector, countless organizations are mobilizing volunteers for community service. To list only a few—the National Council of Jewish Women is developing community programs to help impoverished women improve the quality of their lives; the National Council of Negro Women involves volunteers in multiple programs from Friends of the Juvenile Court to the upgrading of household employment; Camp Fire Girls are doing intensive action-research with inner-city girls; the League of Women Voters has extended its voter service activities into low-income areas, and is printing information in basic English and foreign languages; and the YWCA has developed pilot programs to train disadvantaged women for leadership in their own communities.

Women in Employment

THE 5-YEAR PERIOD from 1963 to 1968 was one of the most significant in the history of the United States in terms of expanding employment opportunities offered to women. A prospering national economy and a better climate of acceptance of women as part of the Nation's work force contributed to a 4-million rise in the number of women workers. Women and girls 16 years of age and over accounted for two-thirds of the increase in the civilian labor force over this period.

Another indication of the improved employment situation for women was the substantial decline in their unemployment rate from 5.9 percent in April 1963 to 4.2 percent in April 1968. The unemployment rate for nonwhite women, although it continues to be higher (7.1 percent), has shown a corresponding decline. Unemployment among girls 16 to 19 remains high and is particularly severe for nonwhite teenage girls (22.1 percent).

Employment opportunities for women have increased in almost all occupations but have been particularly marked in professional or technical work and in the clerical fields. During the 5-year period, the number of women employed in teaching, the health professions, or other professional or technical work increased by more than a million, and in clerical jobs by more than 2 million. At the same time, women's employment as private-household workers and farmworkers declined.

Nonwhite women have shared in the better paying jobs. Over the 5-year period the number of nonwhite women holding clerical positions more than doubled and the number in professional or technical work increased by nearly two-thirds.

But in spite of advances, many women are still concentrated in the relatively disadvantaged positions. Today, as in 1963, most American women who work outside the home do so to maintain themselves or to fully or partially support dependents. Frequently they have to settle for jobs below their capability. Currently almost half the women between 18 and 64 are either working or looking for work.

Private Employment

"Equal opportunity for women in hiring, training, and promotion should be the governing principle in private employment. An Executive order should state this principle and advance its application to work done under Federal contracts."
AMERICAN WOMEN, p. 30

During the 5-year period from 1963 to 1968, tremendous progress, forcefully led by President Johnson, has been made toward creating

the legal, regulatory, and administrative framework needed to provide equal opportunity for all women. The biggest step in this direction was the passage, in 1964, of the Civil Rights Act, which includes the Title VII prohibition against discrimination in employment on grounds of sex, color, race, religion, or national origin. Congress in enacting this law went far beyond the original recommendations of the President's Commission. The law provides that no woman can legally be discriminated against because she is a woman. She now shares with men equal opportunity to be hired, trained, paid, and promoted to positions of responsibility in employment within the scope of the statute.

In November 1965, guidelines were issued by the Equal Employment Opportunity Commission established to implement Title VII. No longer could the employer hire and promote on the outworn concept of what constituted "men's jobs" and "women's jobs." The application of differences in optional or compulsory retirement ages was ruled out. Placement of job advertisements under separate male and female column headings, the Commission stated, would, after December 1, 1968, be in violation of the law. This was widely heralded by the many women's groups that felt such segregated "help wanted" advertising was a form of discrimination.

Fifteen States and the District of Columbia now ban sex discrimination in their fair employment practices laws. The model Anti-Discrimination Act adopted by the National Conference of Commissioners on Uniform State Laws includes a prohibition against discrimination in employment on the basis of sex.

President Johnson gave renewed emphasis to the principle of equal opportunity in October 1967, when he signed Executive Order No. 11375. This order prohibits discrimination based on sex in Federal employment, in employment by Federal contractors and subcontractors, and in employment under federally assisted construction contracts. Since the Government can cancel existing contracts and can also declare that a firm is ineligible for future contracts if it does not comply, the order is of great moment for women.

Despite these legislative and regulatory gains it was increasingly recognized that achievement of employment equality still requires many changes in attitudes.

Vocational Training

"Vocational training, adapted to the Nation's growing requirement for skilled and highly educated manpower, should be included at all educational levels. Where needed and appropriate, financial support should be provided by local, State, and Federal governments and by private groups and foundations."

AMERICAN WOMEN, p. 13

Federal funds for training have been made available to hundreds of thousands of men and women in recent years under the Manpower Development and Training Act (MDTA), the Economic Opportunity Act, and the Vocational Education Act.

During the year ending July 1967, an estimated 76,500 women were enrolled in institutional and 36,000 in on-the-job training programs under MDTA. In the institutional program, 47 percent of the women trainees were heads of families—one-third of them with three or more dependents—and 16 percent were public assistance recipients. Forty-seven percent were dropouts who never completed high school, and about the same proportion were nonwhite. In the on-the-job training programs, 47 percent of women trainees were school dropouts and 31 percent were nonwhite. Since the act's inception, more than 285,000 unemployed and underemployed women had been helped to obtain institutional and on-the-job training by MDTA courses. Women accounted for 38 percent of the total enrollment.

Under the Economic Opportunity Act, skill training in practical nursing, beauty culture, business education, and retail trade among many other occupations has been provided by the Job Corps for some 40,000 disadvantaged girls. The program gives basic education, counseling, health, and other services to young people between 16 and 21 from groups of very low income. Job Corps training is done in residential centers around the country. In 1968, 18 of 109 centers were for girls. Recent Economic Opportunity Act amendments provide that at least 25 percent of Job Corps enrollees must be women and that the eventual goal of 50 percent should be reached as quickly as possible. As of late July 1968, girls constituted nearly 30 percent of the enrollees.

Under the same act, more than a million

young people from poor families have benefited from the work training and experience given to in-school and out-of-school youth by the Neighborhood Youth Corps since its inception. Approximately 45 percent of the number have been girls. Significant numbers of girls and women have participated in other federally aided training programs under this legislation such as Operation Mainstream, New Careers, and the Special Impact Program.

The new authorization under the Vocational Education Act extends aid to training for office occupations. This has encouraged more women to take advantage of vocational and technical education programs. By 1967, 3.8 million women and girls were enrolled in these vocational training programs—an 80 percent increase over the 2.1 million who participated in 1963.

Special efforts are being made, also, to increase the participation of women in apprenticeship programs and to widen the number of apprenticeable occupations. Women and girls accounted for only an estimated 0.3 percent of the 278,000 apprentices in training at the beginning of 1968.

Increasing recognition was given to the need for women and girls to aspire to and to be accepted in nontraditional vocational training programs. But much remains to be done to remove remaining barriers.

Tax Deductions for Working Mothers

"Tax deductions for child care expenses of working mothers should be kept commensurate with the median income of couples when both husband and wife are engaged in substantial employment. The present limitation on their joint income, above which deductions are not allowable, should be raised. Additional deductions, of lesser amounts, should be allowed for children beyond the first. The 11-year age limit for child care deductions should be raised." AMERICAN WOMEN, p. 21-22

In 1964, the maximum deduction for child care was increased. The new law permitted deduction of up to $600 for one child under 13 and up to $900 for two or more ($600 had been the maximum previous deduction without regard to the number of children cared for). The joint-income level, above which deductions are not allowable, was raised from $4,500 to $6,000.

A married man whose wife is at home, but unable to care for herself, is eligible for the deduction, subject to the $6,000 income limitation. A married man is also allowed to deduct the cost of child care if his wife is in an institution for at least 90 consecutive days, or for a shorter period in the event of her death.

Household Workers

"The reorganization of ordinary home maintenance service is long overdue.

"Household workers have, historically, been low paid, without standards of hours and working conditions, without collective bargaining, without most of the protections accorded by legislation and accepted as normal for other workers, and without means and opportunity adequately to maintain their own homes."

AMERICAN WOMEN, p. 23-24

Government-sponsored consultations in 1964 and 1965 brought together representatives of concerned national organizations in an effort to meet the urgent need to upgrade household employment. This led to the forming in 1965 of a National Committee on Household Employment in which 23 voluntary organizations participate. The committee is trying to help move this occupation into the twentieth century, so that its workers, 98 percent of whom are women, will share the benefits provided for most of the American labor force. In addition to coordinating the activities of private organizations and volunteers in this field, the committee developed a program to improve the economic and social status of household workers and to promote job development in household and related service occupations. Pilot projects stimulated by the committee and funded by the Manpower Development and Training Act were inaugurated in various parts of the country to demonstrate new approaches to recruiting, training, counseling, and placing household employees.

Another problem has stemmed from the exploitation of women and girls immigrating from other countries or moving from depressed areas of the United States to seek household employment. Several States have passed legis-

lation to regulate private employment agencies that recruit such workers.

Much remains to be done if household employment is to be reconstituted as an occupation with status and dignity.

Federal Employment

"Recognizing that merit is a well-established principle in Federal employment policy, the Commission sought to bring practice into closer accord with principle throughout the Federal service, civilian and military."

AMERICAN WOMEN, p. 31

During the past 5 years, efforts of the Federal Government were intensified to advance equality of opportunity in the Federal service without regard to sex, and the service continued to serve as a showcase example of employment policy for the Nation.

Even while the Commission was still at work, a Presidential directive in July 1962 had instructed Federal agencies to make all selections for appointments, advancement, and training in the Federal service without regard to sex, except in unusual circumstances found justified by the Civil Service Commission. Revised Civil Service regulations amplifying this directive became effective the following September. That this was effective in improving hiring policies was indicated by a 1965 Civil Service Commission sample survey which found that out of 34,000 requests for candidates for new appointments from the Civil Service examination lists, only 40 specified the sex of the candidate.

These policies were further amplified in 1965 by Public Law 89-261 and in 1967, when the Civil Service Commission reinforced this position by regulations requiring each agency to establish "a positive, continuing program designed to promote equal opportunity without regard to sex."

In September 1965, an Executive order had carried forward a program of equal employment opportunity in Government employment by Federal contractors and subcontractors, and employment under federally assisted construction contracts, regardless of race, creed, color, or national origin—but omitted reference to sex. This omission was corrected in October 1967 by amending the Executive order, previously discussed, to include expressly the prohibition of employment discrimination on the basis of sex.

Special recruiting efforts of the Civil Service Commission have resulted in marked increases in the last few years in the number of women who apply for and are appointed to the Federal service. The Commission's concentrated effort to modernize the examination structure has provided a broader avenue for women to enter the Federal work force at all levels. Qualified women are encouraged to compete in the Federal Service Entrance Examination, the normal entry into the career service for college graduates. The percentage of women appointed to professional positions as a result of this examination nearly doubled between 1963 and 1967—rising from 18 percent to 35 percent. The actual number of women appointed, however, nearly tripled during this period. In addition, women accounted for 29 percent of the management interns selected in 1967, as compared with only 14 percent in 1965.

The Federal Government is endorsing new programs leading to the direct employment of disadvantaged women. On June 30, 1967, the nationwide Vocational Work-Study and Adult Work-Experience programs had enrolled in Federal agencies 1,294 persons, of whom more than 68 percent were women. Although this is a modest beginning in providing job opportunities for the disadvantaged within the Federal framework, new programs—including worker trainee and postal trainee positions—are now being developed and are expected to increase the number of opportunities for disadvantaged workers to 30,000 within a year.

For example, the New Careers Program is providing training opportunities for disadvantaged women to prepare them for entry into sub-professional jobs in the public service.

Each summer the Federal Youth Opportunity Campaign offers thousands of disadvantaged young women aged 16 through 21 job opportunities in the Federal Government, enabling them to learn new skills and acquire confidence in their own abilities while earning funds for their education.

Other actions designed to raise the status and ensure equal employment opportunities for women within the Federal service include a 1964 amendment to equalize the Govern-

ment's contribution to health insurance for women employees with nondependent husbands.

In an effort to eliminate remaining differences with respect to retirement and certain other employee compensation benefits, a bill was introduced in Congress in 1967 to provide full equality for the treatment of families of married women employees.

The culmination of 25 years of effort to provide increased opportunity for women in the Armed Forces was reached in November of 1967, when President Johnson signed the law which removed special restrictions on promotion of women officers up to and including the rank of colonel and captain. In less than a year, some 19 women have been promoted to colonel in the Army, Air Force and Marines or to captain in the Navy.

"At present, Federal systems of manpower utilization discourage part-time employment. Many able women, including highly trained professionals, who are not free for full-time employment can work part time. The Civil Service Commission and the Bureau of the Budget should facilitate the imaginative and prudent use of such personnel throughout the Government service." AMERICAN WOMEN, p. 32

An increasing number of Federal agencies are employing personnel on a regularly scheduled part-time basis, in both clerical and professional positions. The Veterans Administration, Labor Department, National Science Foundation, Atomic Energy Commission, and the Peace Corps are among the agencies with successful programs for part-time personnel. In 1967, the Secretary of Health, Education, and Welfare established the first part-time Professional and Executive Corps, drawing upon the talents of 34 highly qualified women. A similar program has been initiated by the Department of Housing and Urban Development for 100 part-time employees. The new emphasis on part-time employment opportunities reflects President Johnson's endorsement of a 1967 recommendation by the Federal Woman's Award Study Group—a group composed of top women officials appointed in 1966 to assess Federal personnel policies affecting women.

Labor Standards and the Security of Basic Income

THE LABOR STANDARDS and income security recommendations published in *American Women* in 1963 were written before the enactment of Title VII of the 1964 Civil Rights Act requiring equal employment opportunities for people regardless of race, color, religion, national origin, or sex.

Title VII has added interest and impetus as well as manageable complications to the struggle for fair labor standards. Above all it presents a tremendous challenge to a society in which some people have been more equal than others. Employment equality under the law—in the factory, in the store, and in the office—no longer is a privilege reserved for certain groups of people. It is a right that belongs to all people.

Minimum Wages

"The Federal Fair Labor Standards Act . . . should be extended to employment subject to Federal jurisdiction but now uncovered, such as work in hotels, motels, restaurants, and laundries, in additional retail establishments, in agriculture, and in non-profit organizations."

AMERICAN WOMEN, p. 36

This recommendation was accomplished in large measure by the 1966 amendments to the Fair Labor Standards Act. The minimum wage provisions of the law were extended to about 10 million "left out" workers—about 7 million in retail trade, laundries, hotels and motels, restaurants, hospitals, nursing homes, and large farms, and around 3 million in public employment.

Now about 40 million nonsupervisory workers in the private sector benefit from the act's minimum wage provisions, representing 81 percent of the men and 72 percent of the women in this type of employment.

The importance to women of the 1966 amendments is demonstrated by the fact that the proportion of white women in private employment subject to the minimum wage provisions rose from 58 percent prior to their enactment to 76 percent in early 1968. The proportion of nonwhite women in similar jobs covered by the FLSA minimum wage provisions rose from 27 to 45 percent. Nonwhite women are still far from adequately protected because so many are household employees or work in small retail and service establishments and are thus exempt. In contrast 80 percent of the white men and 82 percent of the nonwhite men in nonsupervisory private employment now enjoy FLSA minimum wage protection.

The Federal minimum wage advances effective in February 1967 brought an estimated $1.1 billion increase in earnings to 4.7 million workers; and an estimated additional earnings increase of $2.3 billion to 7.3 million workers a year later. These wage gains contributed substantially in the national war on poverty which in the last 4 years alone raised nine million Americans above the poverty line.

> *"State legislation, applicable to both men and women, should be enacted, or strengthened and extended to all types of employment, to provide minimum wage levels approximating the minimum under Federal law. . . ."*
>
> AMERICAN WOMEN, p. 36

During the last 5 years, six states for the first time enacted minimum wage legislation covering both men and women. Five additional jurisdictions broadened their coverage and nine extended coverage to men.

There are now 36 States and the District of Columbia and Puerto Rico with minimum wage laws in effect; 31 of these laws apply to both men and women. In writing labor legislation today, the trend is toward coverage of all workers rather than toward provisions which apply only to women. No State minimum wage law enacted since 1963 has applied only to women.

Despite recent improvements in coverage, however, 8.3 million nonsupervisory workers —most of them in agriculture, trade, and service occupations—are not covered by either Federal or State minimum wage legislation. Unfortunately these are the workers, especially household employees, whose need for this protection is the most acute.

Since 1963, a total of 19 States have increased their statutory minimum wage rates one or more times. In 14 States, the District of Columbia, and in some occupations in Puerto Rico, rates approximate or soon will approximate the Federal rate.

In 20 jurisdictions where rates may be set by boards, there were 139 different actions increasing minimum wages from 1963 through 1967. Thirty-nine of these orders established rates of $1.40 an hour or more.

Maximum Hours and Overtime Pay

> *"The normal workday and workweek at this moment of history should be not more than 8 hours a day and 40 hours a week. The best way to discourage excessive hours for all workers is by broad and effective minimum wage coverage, both Federal and State, providing overtime of at least time and a half the regular rate for all hours in excess of 8 a day or 40 a week.*
>
> *"Until such time as this goal is attained, State legislation limiting maximum hours of work for women should be maintained, strengthened, and expanded. Provisions for flexibility under proper safeguards should allow additional hours of work when there is a demonstrated need. . . .*
>
> *"There is one group of workers, however, for whom exemption from existing maximum hour laws is desirable. Executive, administrative, and professional women frequently find that limitations on hours adversely affect their opportunities for employment and advancement. Exemptions for such occupations should be carefully drawn so as to insure against evasion of normally applicable hour laws in the case of workers who genuinely need their protection."*
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> AMERICAN WOMEN, p. 37

The 1966 FLSA amendments added an additional 7.2 million workers to the the 30.3 million previously protected by the act's overtime pay requirements calling for time and a half the regular hourly rate for work in excess of 40 hours a week. Specifically excluded from the overtime pay requirements are restaurants, hotels, and motels—all employers of many women—and agriculture. Special overtime provisions apply to hospitals and nursing homes.

No progress was made at the Federal level toward the provision of overtime pay after 8 hours a day, as the President's Commission had recommended.

Since 1963, six States and the District of Columbia have adopted statutory overtime pay provisions for the first time and two States have created administrative authority to set overtime standards. Sixteen States, the District of Columbia, and Puerto Rico now have some form of overtime pay requirements, and six of them require overtime pay on a daily as well as a weekly basis. In addition to these 16 States, there are 10 States which require premium pay or observance of the FLSA, where

maximum hours limitations may be exceeded. Nonetheless there are approximately 15.7 million workers who are not protected by either Federal or State overtime premium pay provisions. Their work ranges from that of private household workers, who are totally excluded in every State, to some in manufacturing and transportation.

State labor laws applying only to women, especially hour laws, have been under considerable debate since the enactment of Title VII outlawing discrimination on the basis of sex. Various approaches are being used to retain protection where needed yet to allow equal employment opportunity. Many hour laws have been modified to permit flexibility as recommended by the President's Commission. Some laws have been challenged as in conflict with Title VII and have given rise to a number of court cases now pending.

Since 1963, 11 States and the District of Columbia have liberalized their laws in varying respects. Seven of these laws were amended to give enforcement officials authority to vary hours restrictions under stipulated conditions such as when the employee is protected by the Fair Labor Standards Act, or by a collective bargaining agreement, or is assured premium pay for overtime and the work is voluntary. Five States and the District of Columbia enacted amendments exempting some or all women employed in bona fide executive, administrative, and professional positions, bringing to 25 the number explicitly excluding such employee.

Three States repealed their maximum hours laws since 1963. In one of these States the attorney general ruled that enactment of an occupational health and safety law nullified the repeal. In another, authority was retained, under the State's minimum wage program, to regulate hours while simultaneously exempting employees subject to the FLSA.

Weightlifting and Nightwork

"Restrictions that set fixed maximum limits upon weights women are allowed to lift do not take account of individual differences, are sometimes unrealistic and always rigid. They should be replaced by flexible regulations applicable to both men and women and set by appropriate regulatory bodies.

"Nightwork, especially on the graveyard shift, is undersirable for most people, and should be discouraged for both men and women. Overly rigid prohibitions, however, may work to the disadvantage of women in some circumstances. Strict regulations to prevent abuse are therefore normally preferable to prohibitions."

AMERICAN WOMEN, p. 37-38

While this recommendation of the President's Commission has led to little legislative action, it has stimulated the recognition that standards should relate to individual capacity whether male or female.

Eleven States have weightlifting laws or regulations, all enacted prior to 1963. Some of these are administratively flexible and permit the waiving of weightlifting limitations on evidence that the individual is capable of meeting the job requirements without injury. Within the past 5 years, only 1 jurisdiction, Puerto Rico, has enacted a new weightlifting law; this is applicable to all workers and authorizes the labor commissioner to vary standards and to introduce "standards that new, scientific advances and medical discoveries recommend."

A number of cases now before the courts challenge weightlifting laws as in conflict with equal opportunity assurances of Title VII of the Civil Rights Act. Challenged, too, in an important case is the policy of a company, in a State which does not have a weightlifting law, excluding women from jobs requiring lifting or carrying weights in excess of 35 pounds.

Nineteen jurisdictions now have nightwork restrictions, as compared with 21 in 1963, and 8 of them have introduced some administrative flexibility into their regulations.

As previously indicated, the interrelationship of these protective labor laws and Title VII has evoked considerable discussion. In some cases, it has been apparent that employers use the laws merely as an excuse for not opening certain jobs to women. In some cases they do not take advantage of procedures in the laws and regulations which permit administrative exceptions. Where the law is in fact inflexible, it creates problems. The employer who complies with Title VII may find himself liable to penalty for violation of State law until such time as the issue is resolved in the courts. Yet his failure so to comply may bar some women from employment opportunities they should not be denied. This has intensified the effort to

press for effective legislation that will appropriately safeguard both men and women, consistent with the spirit of the Civil Rights Act of 1967 and the recommendations by the President's Commission on the Status of Women.

Equal Pay

"State laws should establish the principle of equal pay for comparable work."
AMERICAN WOMEN, p. 37

Following the pattern set by the 1963 equal pay amendments to the Fair Labor Standards Act, nine States in the last 5 years enacted equal pay laws for the first time. Today 36 States have some form of equal pay protection, and most State laws make adequate provision for enforcement. Wage differentials explicitly based on sex, which have been outlawed by the equal pay amendment, have been diminishing but it is often difficult to pinpoint such discrimination when it does exist. Additional minor duties, for instance, are sometimes attached to jobs that are basically the same, which may in fact be a covert attempt to justify wage differentials between male and female workers. Such practices are currently being tested in the courts.

Unemployment Insurance

"The coverage of the unemployment insurance system should be extended. Small establishments and nonprofit organizations should be covered now through Federal action, and State and local government employees through State action. Practicable means of covering at least some household workers and agricultural workers should be actively explored. . . .

"We believe that benefits should be afforded women on the same basis as men, with adoption of realistic measurements of attachment to the labor market which would prevent benefit payments to persons of either sex who seek work only sporadically."
AMERICAN WOMEN, p. 42-43

Only four States have extended unemployment insurance coverage to small firms since 1963, and only one of the two States covering some household workers has slightly expanded its coverage. No additional States have provided compulsory coverage for government workers, nonprofit organizations, or farmworkers.

In 23 States—compared with 22 in 1963—workers are disqualified from receiving unemployment insurance benefits if they leave their jobs for specified domestic or marital reasons. Some of the reasons for disqualifying claimants include leaving a job to marry, leaving to move with or be with a spouse, leaving because of marital or domestic obligations. In this respect the present unemployment insurance system works an undue hardship on women.

Maternity Leave

"Paid maternity leave or comparable insurance benefits should be provided for women workers; employers, unions, and governments should explore the best means of accomplishing this purpose."
AMERICAN WOMEN, p. 43

The United States, unlike most countries, has enacted relatively little legislation protecting women wage earners during the periods before and after childbirth.

Only five States and Puerto Rico restrict the employment of women before and after childbirth and one additional State does so after childbirth only. Two States and Puerto Rico provide cash benefits during maternity leave.

To the extent that women in the United States have maternity benefits, they are provided for the most part under union contracts or voluntarily by employers. Union contracts frequently assure the right to return to a job within a year, without the loss of seniority.

The number of industrial and health insurance plans providing hospitalization and obstetrical services, and, to a much lesser degree maternity leave cash benefits, has been increasing in recent years.

Public interest is mounting in the States for legislation along the lines recommended by the Commission but in the past 5 years there has been relatively little positive action. Presently under discussion are proposals to provide paid maternity leave for women in the Federal service.

Advances have been made with respect to maternity leave practice in the private sector in the last 2 years as a result of a number of rulings of the Equal Employment Opportunity Commission, which administers Title VII of the Civil Rights Act. These include a ruling that health plans granting maternity benefits to wives of male employees must include female employees as well; another requires that em-

ployers grant recall rights to women after childbirth, since not to do this would deny women the same rights as men who have had a sustained illness or convalescence; another maintains that " a leave of absence should be granted for pregnancy whether or not it is granted for illness." However, it has been ruled that the provision of paid sick leave but unpaid maternity leave is not a violation of Title VII. A controversial ruling was one holding that an employer has the right to decide at what point during a woman's pregnancy her employment should be suspended.

There is a growing conviction throughout the country that there is need for the formulation of a national policy with respect to maternity leave and benefits.

Benefits for Widows and Divorced Wives

"A widow's benefit under the Federal old-age insurance system should be equal to the amount that her husband would have received at the same age had he lived. . . .

"A divorced wife, if she has not remarried and if her marriage continued for a substantial period such as 10 years, or a divorced widow, should become eligible at 62 to a wife's or widow's benefit based on her former husband's wage record."

AMERICAN WOMEN, p. 42

No action has been taken in Congress to provide equal benefits to widows, but benefits in general were increased in 1965 and 1968. In addition, the 1967 Social Security amendments for the first time provided benefits to certain disabled 50- to 62-year-old widows and widowers of deceased workers, and made children of deceased or disabled women workers eligible for benefits on the same basis as children of men workers.

Divorced wives who were married to insured workers for at least 20 years are eligible, under the 1965 amendments to receive a wife's benefits. Benefit rights as a wife or widow can now be reestablished for a divorced woman who has remarried if the subsequent marriage has ended.

Legal Rights and the Responsibilities of Citizenship

THE PRINCIPLE THAT EVERY PERSON is entitled to equality under the law is a basic tenet of our Constitution. Women have yet to realize fully this fundamental Constitutional promise. Discrimination on the basis of sex has persisted in various State laws and official practices.

To eliminate such discrimination women during the last 5 years have vigorously promoted needed changes in discriminatory State laws and through test litigation have sought judicial clarification as to the equality of rights of men and women under the Constitution.

Women have won the right to serve on juries in the few remaining holdout States.

They have sought and accepted at the Federal, State, and local levels larger roles in appointive posts. In this they have been greatly encouraged by President Johnson's active search for and appointment of many able women in top governmental positions and by his declared and effective opposition to "stag government."

There are still too few women who exercise the franchise, and too few who run for or are elected to public office. But there is a new generation of young men and women waiting in the wings—a generation that has already proved itself to be articulate, unafraid, and determined to participate fully in the democratic process.

Constitutional Recognition

"Early and definitive court pronouncement, particularly by the U.S. Supreme Court, is urgently needed with regard to the validity under the 5th and 14th amendments of laws and official practices discriminating against women, to the end that the principle of equality become firmly established in constitutional doctrine.

"Accordingly, interested groups should give high priority to bringing under court review cases involving laws and practices which discriminate against women."

AMERICAN WOMEN, p. 45

A three-judge Federal Court in February 1966 held in the case of White v. Crook, that total exclusion of women from jury service by Alabama law was a violation of the equal protection clause of the 14th amendment. This was the first advance under this recommendation and was a sharp departure from a volume of decisions over the past century which have applied the amendment to strike down discrimination for other reasons but not because of sex.

The Supreme Court of Pennsylvania and a district court in Connecticut in 1968 struck down laws in those States providing longer sentences for women than for men convicted of the same criminal offenses.

A three-judge Federal court dismissed the case of *Mengelkoch* v. *California* Industrial Welfare Commission which had raised the question of the constitutionality of the California maximum hours law under the 14th amendment. The court dismissed the case on the grounds that it was bound to follow judicial precedent which has held similar laws constitutional. An appeal has been taken to the U.S. Supreme Court.

Decisions of particular interest to women, however, have been handed down by the Supreme Court in recent years. One of these declares that State miscegenation law is unconstitutional because it is a denial of equal protection of the laws and a deprivation of liberty without due process of law in violation of the 14th amendment. Another rules that a State cannot deny aid to dependent children on the ground that their mother cohabits with a man who is not her husband or who is not the legal parent of the children.

International Action for Equal Rights

"The United States should assert leadership, particularly in the United Nations, in securing equality of rights for women as part of the effort to define and assure human rights; should participate actively in the formulation of international declarations, principles, and conventions to improve the status of women throughout the world; and should demonstrate its sincere concern for women's equal rights by becoming a party to appropriate conventions." AMERICAN WOMEN, pp. 45-46

In 1967, the United States participated actively in the discussions at the General Assembly of the United Nations when it unanimously adopted a Declaration on the Elimination of Discrimination Against Women. This Declaration asserts that discrimination based on sex—because it denies or limits equal rights for men and women—is fundamentally unjust and constitutes an offense against human dignity. The Declaration also advocates that all appropriate measures be taken to abolish existing laws, customs, regulations, and practices which discriminate against women, and urges the establishment of adequate legal protection to safeguard equal rights for men and women.

Of three human rights conventions considered by the Senate Committee on Foreign Relations in 1967, only one—a supplementary Convention on the Abolition of Slavery—was ratified by the United States. The Committee voted to table the Conventions on the Abolition of Forced Labor and on the Political Rights of Women, both of particular importance to women around the world.

The importance of international cooperation in improving the status of women was stressed in a report presented at the 1965 White House Conference marking International Cooperation Year by the Committee on Women. A panel on women was a part of the Conference.

Jury Service

"Appropriate action, including enactment of legislation where necessary, should be taken to achieve equal jury service in the States."
AMERICAN WOMEN, p. 46

The few remaining States which had totally banned women from serving on State juries have now removed them. Women may now serve on State and Federal juries in all States.

A significant development in this area was the 1966 decision of a Federal district court in Alabama in the case of *White* v. *Crook*, which held that the State law excluding women from jury service denied women equal protection of the laws in violation of the 14th amendment to the Constitution.

Two States have recently revised laws requiring women to register with the clerk of the court before they may be summoned for jury duty, leaving only one State with a registration requirement that applies only to women. In addition, the laws of seven States have been changed so that women are qualified, disqualified, and exempted from jury service on the same basis as men. This brings to 28 the number of States which consider men and women equally for jury service.

There still remains, however, in many States arbitrary requirements applicable only to women with respect to eligibility to serve.

Although women have been eligible to serve on Federal juries since 1957, the 1963 report recommended further Federal legislation to

assure that jury selection procedures do not exclude persons from jury service on account of race, sex, or other irrelevant bases. This recommendation has been implemented by the Federal Jury Selection and Service Act of 1968, which provides for selection of Federal juries at random from a fair cross section of the community and specifically prohibits exclusion because of race, color, religion, sex, national origin, or economic status.

Personal and Property Rights

"State legislatures and other groups concerned with the improvement of State statutes affecting family law and personal and property rights of married women, including the National Conference of Commissioners on Uniform State Laws, the Council of State Governments, the American Law Institute, and State Commissions on the Status of Women, should move to eliminate laws which impose legal disabilities on women."

AMERICAN WOMEN, p. 47

Some States have amended outdated laws limiting the right of a married woman to deal with her separate property. Texas, for instance, in 1967 substituted the word "spouse" for "husband" and "wife" to eliminate possible inequality in marital property laws, and provided for joint management of community property by husband and wife, rather than by the husband alone.

Considerable interest has developed during the last 5 years as to abortion laws. At present, 41 States prohibit the performance of an abortion unless it is necessary to save the life of the pregnant woman (or in 2 States, the life of the woman (or the 2 States, the life of the woman or the unborn child). In the remaining nine States and the District of Columbia, abortions are permitted in certain other circumstances. Six of these States in the past 2 years have liberalized their laws to permit abortion under specified circumstances, such as when continuance of the pregnancy would gravely impair the physical or mental health of the mother, or when there is substantial risk that the child would be born with a grave physical or mental defect, or when the pregnancy resulted from rape.

Several States have liberalized legislation to permit a just and reasonable division of property upon divorce.

Domicile

"The Commission found that, in several areas, legal research and analysis are essential before firm proposals for reform can be recommended. These include:

"The effect of according married women the same right as married men to establish a separate domicile on marital status, rights, and obligations, on alimony and support, on custody and visitation of children."

AMERICAN WOMEN, p. 48

The recommendation for legal research and analysis on the subject of the domicile of married women was met by a comprehensive study of State laws made by the Women's Bureau of the Department of Labor.

Basic Rights

"A know-your-rights pamphlet should be published, under either public or private auspices, to enable more women to become aware of their legal position."

AMERICAN WOMEN, p. 48

A pamphlet titled *Know Your Rights* was published in English and Spanish by the Women's Bureau of the Department of Labor, describing what a married woman should know about her legal rights with respect to property, family support, etc., whether she is working or a homemaker, and in the event of her husband's death, or if there is a divorce or separation.

Appointment to Public Office

"Public office should be held according to ability, experience, and effort, without special preferences or discriminations based on sex. Increasing consideration should continually be given to the appointment of women of demonstrated ability and political sensitivity to policy-making positions."

AMERICAN WOMEN, p. 52

Most of the top-ranking 26 women in full-time positions in the executive branch have been appointed since January 1964, and most were appointed to positions never before held by women. Women now hold high positions in the Departments of Agriculture; Labor; Health, Education, and Welfare; State; and in the In-

terstate Commerce, Federal Trade, and Tariff Commissions. Many others are now serving on advisory committees and boards. Since October 1963, seven women have held positions with the rank of ambassador or minister. Of these, four are still serving. In addition, three women have been appointed as judges in Federal district courts.

President Johnson told the national conference of Commissions on the Status of Women in 1966, "I hope you will continue to help me in the talent search that we are conducting for women scientists, women judges, women ambassadors, women administrators and for women to occupy leadership posts in our Federal Government."

Running for Office

"Women should be encouraged to seek elective and appointive posts at local, State, and national levels and in all three branches of government."

AMERICAN WOMEN, p. 52

The number of women in the Congress and in State legislatures has declined during the past 5 years. In 1968, there is only one woman in the U.S. Senate as compared with two in 1963. Eleven women, the same number as in 1963, are currently serving in the House of Representatives. In State legislatures, there were only 318 women in 1967, as compared with 328 in 1964 and 370 in 1965.

The deep sense of involvement and increasing desire to participate in public affairs which is so typical of young women today indicates that the statistics noted above represent nothing more than a temporary lag. The basic trend lies in the opposite direction, with thousands of concerned and talented women throughout the Nation willing to seek new opportunities to serve.

Exercising the Franchise

"Women currently outnumber men in the U.S. population . . . but in terms of registration and election day turnout, their failure to use their vote converts them into a minority. . . .

"Additional efforts are necessary to interest and educate women on public issues."

AMERICAN WOMEN, pp. 50-51

The Voting Rights Act of 1965 opened the polls to many Americans, especially to Negro women and men, who had not been permitted to vote in the past. The new law suspended the use of tests and devices which abridge the right to vote, and authorized the appointment of Federal voting examiners.

Although a survey taken after the 1964 election showed that more women than men had actually voted, only 67 percent of eligible women voted as compared with about 72 percent of eligible men. However, in several categories a greater percentage of women than men voted. These categories included unemployed women, women with one or more years of college and employed young women between 21 and 24 years of age.

Continuing Leadership

THE MOMENTUM GENERATED by the activities of the President's Commission on the Status of Women was the force that resulted in the creation of State Commissions on the Status of Women, the Interdepartmental Committee and the Citizens' Advisory Council under which the social, professional, and legal interests of women have continued to receive attention.

The Interdepartmental Committee, under the chairmanship of the Secretary of Labor, is made up of representatives from the Cabinet. It coordinates the efforts of Federal agencies and other groups in advancing the status of women and serves as a clearing house for information regarding executive orders, legislation, and enforcement concerning women.

The Advisory Council is made up of 20 private citizens appointed by the President, who meet at least twice a year to promote and stimulate activities affecting the status of women and to advise the Interdepartmental Committee.

During 1967 and 1968, four task forces established by the Council took notice of the recommendations of the 1963 report of the President's Commission and set out to review the status of those ideas, to evaluate progress, and to look ahead.

"We invite response to our recommendation by citizen initiative exercised in many ways—through individual inventiveness, voluntary agencies, community cooperation, commercial enterprise, corporate policy, foundation support, governmental action at various levels."

AMERICAN WOMEN, p. 2

Even before *AMERICAN WOMEN* had been transmitted to the President in October 1963, several States had established Commissions on the Status of Women, and all 50 States had done so by February of 1967. In addition, Commissions have been set up in the District of Columbia, the Virgin Islands, Puerto Rico, and in two municipalities. Over the years, changes in State administration have meant a reorganization of some Commissions, but as of this writing practically every Commission is an active, functioning one.

Commissions on the Status of Women

Most Commissions were created by action of State Governors and about a fifth by State legislatures. A few have appropriations which permit a paid executive, but the majority have financial assistance to cover only a few items. These rely primarily on the voluntary services of their members. The Department of Labor, through the Women's Bureau, assisted in the organization of the Commissions and provides continuing technical assistance and staff support. The Commissions have made substantial

contributions by informing and inspiring women to study and to act on their problems.

The functions and target areas of the great majority of State Commissions were defined by their Governors or State legislatures. Areas of Commission concern generally were patterned after those of the President's Commission, focusing on employment, home and community, labor legislation, civil and political rights, education and counseling, and social insurance and tax law. A few Commissions have recently branched out in new directions. Several have set up committees on special problems of women in poverty. Others have developed special projects to expand day care services or to upgrade the occupation of household employment.

Most Commissions have between 15 and 30 members and they usually draw on the assistance of specialists, interested individuals, and organization representatives on committees or task forces. A major factor in the effectiveness of so many Commissions lies in the fact that their membership is broad and representative. Active participants include leaders in women's civic, and service organizations; church groups; unions; employer associations; and in educational institutions and professional and vocational organizations. Many Commissions include State legislators and officials; most include men and representatives of minority groups in their memberships and are making a determined effort to include more members under 30 years of age and also those with low incomes.

Local and regional conferences, discussion groups, and workshops have been sponsored by State Commissions. These have provided a forum for nationwide discussion of major, and sometimes controversial, issues. They have reached and informed many women—and men—who might not otherwise have become involved, and provided avenues for communicating effective methods for implementation of their recommendations.

State Commissions have been effective in their efforts to secure passage of new and improved labor laws. The unprecedented gains in State minimum wage legislation in the last 5 years—six new laws and many strengthening amendments—can be largely attributed to the determination of the Commissions. In various States they have successfully campaigned for equal pay and fair employment practices legislation. In others they have won the battle to secure the right of women to serve on State court juries or in some cases to serve on the same basis as men. By preparing rosters of qualified women, they have stimulated both Federal and State agencies to put women in positions of leadership, and have encouraged women themselves to seek and accept more responsible appointive or elective positions. Women today are serving on school boards and draft boards; as State registrars of motor vehicles; as State treasurers or commissioners of revenue; and in many other jobs, paid or honorary, that were once reserved for men.

Concentrated efforts have been made by many Commissions to increase educational, training, and guidance opportunities for women. Guidance and counseling centers have been established, a part-time degree program has been initiated at a State university city campus, and local industry has been helped to provide training programs for women workers.

Through these and many other activities, the Commissions on the Status of Women have provided the continuing leadership at the local level which is so essential if progress is to be made in a democratic society toward the goal of helping women to achieve their full potential.

Interdepartmental Committee and Citizens' Advisory Council on the Status of Women

"To further the objectives proposed in this report, an Executive order should:

1. *"Designate a Cabinet officer to be responsible for assuring that the resources and activities of the Federal Government bearing upon the Commission's recommendations are directed to carrying them out, and for making periodic progress reports to the President.*
2. *"Designate the heads of other agencies involved in those activities to serve, under the chairmanship of the designated Cabinet officer, as an interdepartmental committee to assure proper coordination and action.*
3. *"Establish a citizens committee, advisory to the interdepartmental committee and with its secretariat from the designated Cabinet officer, to meet periodically to evaluate progress made, provide counsel,*

and serve as a means for suggesting and stimulating action."

AMERICAN WOMEN, p. 54

Acting immediately on the recommendations of the Commission, President John F. Kennedy signed Executive Order 11126 on November 1, 1963, establishing the Interdepartmental Committee on the Status of Women, now composed of six Secretaries of Departments, the Attorney General, and two Commission Chairmen and the Director of the Office of Economic Opportunity, with the Secretary of Labor as chairman; and further establishing a Citizens' Advisory Council, composed of 20 private citizens appointed by the President for an indeterminate time.

The Committee and Council have sponsored four national conferences of State Commissions on the Status of Women. Beginning with a small 1-day conference attended by 87 State Commission members in 1964, the conferences grew, as interest in the status of women and the number of commissions increased, to a 3-day meeting in 1968 with more than 400 participating. Leaders of national organizations attended, and the President, Vice President, Cabinet officers, members of Congress, and leading citizens were on the program. The conferences gave impetus to the status of women movement throughout the Nation.

Three reports on progress on the status of women have been published.

A policy paper dealing with major issues presented by the inclusion of sex in Title VII of the Civil Rights Act was prepared by a task force of the Citizens' Advisory Council and transmitted with the endorsement of the Interdepartmental Committee to the Equal Employment Opportunity Commission. Criteria for a strict interpretation of the bona fide occupational qualification exception were included, along with a recommendation that newspaper advertising not be permitted under separate "male" and "female" columns.

The recommendation of the Committee and Council that discrimination in employment because of sex be prohibited was incorporated in the Model Civil Rights Act and adopted by the National Conference of Commissioners on Uniform State Laws.

The Council and the Committee responded to requests from the President's Commission on National Service for advice with respect to the role of women in the military service and national service.

The Council and Committee, after consideration of the views of interested organizations, recommended that Executive Order 11246, prohibiting discrimination in Federal employment and employment under Government contracts, be amended to include sex. The President so revised the order in October 1967.

The Interdepartmental Committee also:

—held meetings with representatives of the mass media in Washington and New York City to urge a more realistic presentation of the new pattern of women's lives;

—met with representatives of industry, the professions, and education to explore ways of expanding training and employment opportunities for women in technical and professional positions;

—worked with the Civil Service Commission on a unified plan for gathering data on employment of women in the Federal service;

—endorsed H. R. 643, a bill introduced by Congresswoman Martha Griffiths to remove the last vestiges of differences in treatment of women and men employed in the Federal civil service;

—assisted the President in his desire to make the Federal Government a showcase by requiring reports from Committee members on action taken in their own agencies and by letters to all agencies;

—established a subcommittee on maternity leave for Federal women employees to study this question and prepare recommendations;

—established a subcommittee to explore the provision of day care services for children of Federal employees.

The Council also:

—issued an informational letter at irregular intervals to members of State Commissions and heads of women's organizations and other interested individuals,

—renewed the recommendation of the President's Commission that the special legal limitations on the number of women in the higher ranks of the military services be repealed.

Task Force Reports — The Job Ahead

In order to keep up with fast-moving events and present advanced proposals to stimulate action and strengthen the progress of women, the Council set up task forces on family law and policy, health and welfare, labor standards, and social insurance and taxes. The task forces prepared reports and recommendations and the reports have been published.

Each task force, composed of private citizen members with special authority and qualifications in pertinent fields of law, medicine, sociology, women's employment, taxation, social insurance, and welfare, came up with recommendations, some dealing with controversial topics and all pointing the way to needed progress and programs for the future.

The Council adopted most of the recommendations, and the Interdepartmental Committee concluded they deserve the widest possible visibility and serious consideration by private and public bodies and requested Federal agencies to take appropriate action on those recommendations relating to Federal law.

As guidelines for action in communities and States, the recommendations of the task forces on these subjects will serve as goals for women working to attain dignity and full equality in American society today.

A brief summary of major task force recommendations follows:

Family Law and Policy

Declaring that marriage is an economic partnership, the task force recommended that an agency such as the Commission on Uniform State Laws, be urged to make a fundamental study of family property law and prepare a model law looking toward protection of a married woman's rights in property acquired during the marriage in common law States and greater rights in the management of community property in community property States. They asked that the recent law revision in Texas be brought to the attention of appropriate groups in other community property States.

Convinced that the right of a woman to determine her own reproductive life is a basic human right, the task force recommended repeal of laws that make abortion a criminal offense. Federal laws restricting access to birth control devices and information should be repealed.

It was further recommended that alimony should not be used to redress wrongs and that criteria for fixing alimony should recognize contributions of each spouse to the family and the financial need of each spouse, and that voluntary separation should be included as grounds for divorce and married women should have the same rights as married men to establish their own domiciles.

Protection of the rights of children was of basic concern. The recommendations declared that illegitimate children should have the same legal rights as the legitimate, that in divorce cases custody of the children should be granted in accordance with the best interest of the child, and that the mother should not have to bring charges of criminal non support against the father, in order to receive public assistance.

Health and Welfare

This task force, like the one on Family Law, said, "To assure for women the right of choice with respect to their own lives and to planning for their families, we make the following recommendations."

There are 15 of these recommendations; they deal with the topics of increased opportunities, on-the-job training, homemaker services, and protective services for children.

This report also urged that methods of family planning and access to them be readily available. And the report emphasized that legal abortion services be available under the same conditions to all women regardless of economic status.

Adequate day care of children continues to be a need throughout the country, and the report urged community development of facilities and programs "to meet its needs."

The report further urged that opportunities for challenging assignments for volunteers be expanded by public and private health, welfare, and other service organizations. Governmental agencies should make the necessary effort to obtain the removal of any legal barriers to the use of needed volunteers.

"Let us experiment!" was the mood of one of the recommendations, which proposed "There should be intensive study and bold experimentation as to the most feasible methods of providing basic income maintenance. . ."

Labor Standards

The task force recommended that all nonsupervisory workers be covered under the minimum wage provisions of the Fair Labor Standards Act. It was particularly concerned that agricultural and household workers, who are vulnerable to exceedingly low wages because of lack of statutory protection, be covered by the act.

The task force proposed that overtime be paid at the rate of at least one and one half times the regular rate after 8 hours a day and 40 hours a week. It was also recommended that States which have not yet done so enact adequate minimum wage laws and amend their maximum hours laws to permit women to work overtime beyond the maximum hours if this overtime is compensated at a rate at least in accordance with the premium pay provisions of the Fair Labor Standards Act and if the overtime is agreed to voluntarily by the employee.

In States where there are prohibitions on nightwork applicable to women only, the task force recommended that these be removed for adult women and urged the assurance of adequate police protection, transportation, and meal facilities for all workers employed at night. It also recommended that laws prohibiting women from being employed in particular occupations be repealed.

Another recommendation by the task force was that States repeal laws which place absolute limits on weightlifting and replace them with well-designed safety and health regulations adequate for the protection of both men and women.

Also recommended were provisions for reasonable maternity leave, a review of laws pertaining to occupational safety and health, and the strengthening of enforcement powers of Federal and State fair employment practice commissions. The task force proposed that all State fair employment laws contain provisions relating to discrimination based on sex.

Social Insurance and Taxes

Included in the 11 specific recommendations for improving the unemployment insurance system as it relates to women are proposals concerning experience rating and financing, disqualification for pregnancy and for leaving on account of family obligations, and dependents' allowances. A Federal-State system of temporary disability insurance tied to the unemployment insurance system and to include maternity benefits was recommended.

Also supported was legislation to permit some couples to combine earnings for purposes of computing social security benefits. As a long-range solution to the inequities to which working wives are subjected, the task force requested the next Advisory Council on Social Security to consider a "double-decker" approach that would (1) provide for meeting the needs of dependents through a socially adequate benefit financed out of general revenues and (2) provide for supplementation of this basic benefit by contributory wage-related benefits for those who worked in covered employment.

Copies of the four task force reports can be obtained from the Interdepartmental Committee and the Citizens' Advisory Council on the Status of Women, U.S. Department of Labor, Washington, D.C. 20210.

Expressing Appreciation

. . . . To President Lyndon B. Johnson, who has accomplished so much for women because he cares so deeply about people.

. . . . To John Fitzgerald Kennedy, whose vision inspired a nation—and who established the President's Commission on the Status of Women.

. . . . To Eleanor Roosevelt, its first Chairman, who understood the need and always led the way.

. . . . To Members of Congress, past and present, who have supported this endeavor for 5 long years.

. . . . To all the members, past and present, of the President's Commission and of the 54 other Commissions on the Status of Women, who have contributed so much to the progress outlined on these pages.

. . . . To all the members, past and present, of the Citizens' Advisory Council and the Interdepartmental Committee on the Status of Women for their part in stimulating action.

. . . . To members of the task forces of the Citizens' Advisory Council, whose recommendations on Family Law and Policy, on Labor Standards, on Health and Welfare, and on Social Insurance and Taxes have charted a course for the future.

. . . . To the Women's Bureau of the Department of Labor which has encouraged, organized, and informed the public on the needs, status, and aspirations of women.

. . . . To the growing list of organizations which have contributed so much time and so much effort to trying to resolve the problems which face women everywhere.

. . . . To American women—who are doing what they do as well as they can do it, and to the men who have backed them up all along the way.

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